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ABSTRACT

Recommendations to the Library Development Commission to be used as a guide in planning a new program for library development are reported. The purpose of the publication is to elicit constructive comment and suggestions and to establish guidelines for province-wide organization of library services. Specific topics discussed include: public library systems, library system areas, library systems in metropolitan areas, standards for library systems, inter-library relationships, the Library Development Commission, provincial aid, library legislation, and priorities for the next five years. The report is concluded with a summary of recommendations. (Author/NH)

The following report is a recommendation to the Library Development Commission, for its guidance in planning a new programme for library development. Its publication is for the purpose of discussion at all levels – in order to elicit constructive comment and suggestions, to establish guidelines for province-wide organization of library services.

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A PROPOSAL FOR PROVINCE-WIDE ORGANIZATION OF LIBRARY SERVICES IN BRITISH COLUMBIA

Submitted to

The British Columbia Library Development Commission

by its

Committee on Library Development

Victoria, B.C. December 1971

LI 003 716

LIBRARY DEVELOPMENT COMMISSION

COMMITTEE ON LIBRARY DEVELOPMENT

To the Chairman and Members
of the Library Development Commission:

The assignment I undertook on your behalf to chair a committee to study and make recommendations for future library development in the province of British Columbia is now completed and it is my pleasure to present herewith our report.

The members of the committee were selected not necessarily for area representation but for their knowledge and experience in their profession at the provincial, national and international level. The philosophy and resultant recommendations are the outcome, in some cases, of personal experience followed by extensive research, deliberation and discussion.

Unlike its predecessors, this report outlines in detail definite procedures and priorities which we feel are feasible and practical and, if followed, will provide library service to the citizens of this province unequalled in our nation.

This assignment could never have been achieved without the good humour, co-operation and sacrifice of personal leisure time on the part of all members. For this and for assistance from trustees, librarians and government officials not serving on the committee I wish to express my personal gratitude.

Respectfully submitted,

Daphne Parr

Daphne Parr,
Chairman, Committee on Library Development

New Westminster, B.C.
December 10th, 1971

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Special appreciation is due to the following individuals and agencies whose advice and assistance was sought by the Committee:

The late Theodore R.B. Adams, former Executive Director, Union of British Columbia Municipalities

Mr. C.J.L. Woodward, Mr. J.H. Nuttall and other members of the Department of Municipal Affairs

Mr. Morton P. Jordan, Director, Vancouver Public Library

Mr. Alan W. Fraser, Librarian, Centennial Community Library, Coquitlam

Dr. Willard E. Ireland, Provincial Librarian and Archivist

Mr. James G. Mitchell, Assistant Provincial Librarian

Mr. Albert Bowron, Library Consultant

The Board of Management of the Fraser Valley Regional Library

The Board of the Greater Victoria Public Library

The Board of the Greater Vancouver Regional District

In addition the Committee wishes to thank those members of the Library Development Commission's staff who have provided both information and expertise for this study.

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Introduction

Planning for library service has been a continuing responsibility of the Library Development Commission since its inception as the Public Library Commission in 1919. Its first province-wide survey in 1928 has been followed by a series of reports, or programmes for library service, which have appeared at intervals of from six to ten years. Each of these reviewed and revised the principles and recommendations of the previous study and contributed further plans for the progressive development of public library service in British Columbia.

Following this practice, early in 1970, the Library Development Commission, in consultation with the British Columbia Library Association, set up a new Committee on Library Development, charged with producing a report containing recommendations to guide the Commission in drawing up its programme for the next five years. The terms of reference of this Committee are as follows:

> "Using as a base the 1966 report entitled Public Libraries in British Columbia: a Survey with Recommendations (commonly known as the Vainstein Report) and taking into consideration the developments of the past five years, the Committee will:
>
> a) formulate a long-range plan for library service in the Province of British Columbia, establishing principles and standards for the development of this service throughout all areas of the Province.
>
> b) identify those parts of the plan which should be implemented during the next five years.
>
> In carrying out these charges this Committee should re-evaluate the role the Library Development Commission must play in both the long and the short range plans. If changes are required in the structure and function of the Commission, in the administration of provincial aid to libraries and in the Public Libraries Act they should be recommended by the Committee.
>
> The Committee is cautioned against involving itself in a survey of the library resources of the province. It should not attempt any detailed planning for individual areas. Such planning, which should result from the Committee's enunciation of principles and standards, will be undertaken at a later stage by the Library Development Commission in consultation with local authorities."

The Committee was first called together on February 18, 1970. Since that time it has met on an average of once every six weeks. Now, after some twenty-one months of research, consultation and deliberation, it presents in the following report its recommendations to the Library Development Commission as directed.

Chapter 1

The Past in Review

All the official programmes for library development in British Columbia have been concerned, in varying degrees, with the integration of public library services and with co-operation among different types of libraries. The latest, the 1966 report by Rose Vainstein, was the most concerned of all. Its strongest recommendation relates to an inter-dependence of libraries, with a planned network spanning the entire province.*

The Vainstein document discussed library background; the needs of adults; levels and units of library service; reference services; school and public library relationships; the public library and higher education; library standards; provincial assistance; legislation and the role of the Library Development Commission (then called Public Library Commission). Since the report was published, the Commission has followed its guidelines with the co-operation of the Provincial Secretary and his Department, of library boards throughout the province and of other library-related agencies.

As charged, the 1970 Committee on Library Development began its work with a study of the recommendations of Public Libraries in British Columbia and a review of the extent to which these have been implemented since 1966. It has found that in the past five years real progress has been made in putting several of the recommendations into practice and that there is general acceptance of others, even though specific action has not yet been taken on them.

The following summary of the important and far-reaching recommendations outlined by Miss Vainstein in the 1966 report indicates the progress made to date towards their implementation.

1. 1966 Recommendation: That clearly defined areas of the province be designated as library service areas for co-operative systems.

   Miss Vainstein divided the province into thirteen service areas using school district boundaries as geographical guidelines. These service areas took into consideration taxation potential, communication routes, economic factors, population dispersal, estimates of future population and the location of existing organized public library services. The Vainstein service areas were approved by the Commission, by the Minister responsible for public libraries, and by the British Columbia Library Association. They appeared to receive general acceptance by local library supporters throughout the province. The British Columbia Library Association created a Committee of Thirteen, composed of one librarian

*Vainstein, Rose. Public Libraries in British Columbia; a Survey with Recommendations. Victoria, Public Libraries Research Study, 1966, p. 28.

for each proposed library system, and the Trustees Section of the Association did the same, naming a trustee representative from each of the areas to a special committee. The areas were thus clearly defined and accepted as viable for the establishment of systems at that time. However, no new systems have yet been established.

2. 1966 Recommendation: That three distinct levels of library service be identified and achieved. These levels of service would be provided by:

   a) the community library at the local level

   b) a central library in each service area which would offer a larger book collection and more specialized services

   c) a provincial centre through which the total resources of the province can be made available through systems headquarters to any community library.

The principle of this recommendation which has been widely accepted will provide the rationale for the establishment of library systems in the province.

3. 1966 Recommendation: That a province-wide, provincially supported network of reference services be organized through interconnecting area reference centres.

This recommendation has been accepted in principle by the Library Development Commission and by other library authorities. Progress on its implementation has awaited the development of public library systems.

4. 1966 Recommendation: That local government must give evidence of maximum local effort.

Considerable emphasis has been placed on the need to increase local support for public libraries. While local tax support for public libraries in British Columbia rose from $3,673,107 in 1966 to $5,969,595 in 1970, this increase has barely kept pace with rising costs. It is true that some libraries have made substantial gains in terms of local support during the past five years but many others are still far below standard.

5. 1966 Recommendation: That the Commission publish a set of standards for public libraries in British Columbia.

The first venture into the field of measuring levels of service came in 1968 with the publication of the Commission's Quantitative Standards for Public Libraries. Aimed at the improvement of service from individual libraries this document sets criteria for bookstock, facilities, personnel, services and finance. The standards represent the lowest grade of acceptable library service at the time and are intended to be continuously updated. These standards relate only to the services to be provided by a local library. (Standards for library systems appear in Chapter 5 of this report.)

6. 1966 Recommendation: That the legislative appropriation for provincial aid to public libraries be substantially increased to the level that the provincial share is no less than twenty percent of the total cost of a basic public library programme.

The principle of twenty percent provincial aid was accepted by the Commission and this has been its immediate goal. While the five year period under review has shown some improvement in the amount of provincial aid to public libraries ($275,000 in 1966-67 to $600,000 in 1971-72), this still amounts to less than ten percent of the total cost.

7. 1966 Recommendation: That a new formula be established for the distribution of provincial aid.

The formula for distribution of grants-in-aid to libraries serving over 10,000 population has been changed to reflect both the ability to pay and the degree of library support on the part of local government, as well as the number of people in each library's service area. Grants for libraries serving populations under 10,000 are now determined by their conformance with standards of service.

8. 1966 Recommendation: That the provincial government adopt a policy of making capital grants toward the cost of new library buildings.

The Commission accepted this recommendation but to date no appropriation of funds for building grants has been made.

9. 1966 Recommendation: That the Commission implement its statutory leadership role.

Prior to 1966 the Commission confined itself to responding to requests for advice and assistance from library boards. Since the publication of this Vainstein recommendation it has taken a more active role in library development through such things as the codification and enforcement of standards; the publication of a regular newsletter; the establishment of a training programme for community librarians; and the staging of workshops and conferences. In addition it has spoken in a firmer tone than before in recent legislative amendments.

10. 1966 Recommendation: That the Commission develop and extend its consultative and advisory services to all types and sizes of public libraries.

In 1968 the first field consultant was appointed to the Commission's staff to work with independent public library associations. In 1970 a second consultant was appointed to work with municipal and regional libraries, chiefly in the Lower Mainland. In addition the services of outside specialists have been used on occasion for surveys and for consultation.

11. 1966 Recommendation: That the Commission work with the professional associations of the province.

The Commission has maintained a close working relationship with, and received continuing support from, the British Columbia Library Association. Members of the 1970 Committee on Library Development were appointed following consultation with the British Columbia Library Association.

Growing out of the re-examination of Public Libraries in British Columbia and its recommendations, the 1970 Committee lists the following principles on which it believes the Library Development Commission's current plan for library development in British Columbia should be based:

1. Every individual should have access to public library service.

2. Public libraries should be linked together to form library systems.

3. Library systems within the province should function together in a network in order to make the full resources of the province available to all residents.

4. There should be co-operation at all levels between public libraries and other types of libraries.

5. Adequate financial support, local and provincial, must be provided for public library service.

6. The Commission should establish and enforce standards for library systems.

7. The Commission should provide the leadership required to implement a planned programme of library development.

These principles are elaborated upon in the pages which follow.

Chapter 2

Public Library Systems

Since the principle that public libraries should be linked together to form library systems is basic to the paln of action which this Committee recommends to the Library Dev-Development Commission, an explanation of the systems concept is required. The Committee therefore devotes this chapter of its report to a description of the way a library system is structured and outlines the levels of service which it will provide.

The library system is designed to provide better library service to the individual citizen through the sharing of materials and services which cannot be provided by an individual community because of cost. Membership in a library system also provides an opportunity for co-operation on local, provincial, national and international levels with other types of libraries – public, school, special and academic – making it possible for anyone within the system to have access to whatever material he may require.

There are two basic types of library systems – integrated and federated. The general operations of each type are similar and each offers the same range of services to its patrons. The differences in the two organizational structures relate to methods of financing, administration and local autonomy. Circumstances in a given geographical area will dictate the choice of an integrated or a federated system, either of which is compatible with the current structure of regional government in British Columbia.

To form an integrated system a group of municipalities and/or electoral areas comprising one or more regional districts agrees jointly to establish and support a single public library system with branches throughout the district or districts. Such a regional district library system will be controlled by a system library board representing all the member jurisdictions. This board appoints the director of the system, determines the policies which will govern the whole library system, approves the budget required to put these policies into effect and submits this budget to the regional district authorities. The total cost of the service is divided among the participating jurisdictions according to an agreed formula.

The formation of a federated system presupposes that within one or more contiguous regional districts several libraries are already functioning, each with its own library board. These individual boards may form a system by preparing a joint plan of service which will be subscribed to by all member libraries. This plan will specify the services to be offered and shared within the system. It will encompass such things as arrangements for reciprocal borrowing, the provision for rapid transfer of information and materials from one library to another, efficient inter-library loans and shared reference/information and technical services. The plan may also provide for the employment on a shared basis of such professional consultants as, for example, a specialist in library work with children. It will detail the costs involved and the method and amounts of payment required to support the programme which has been agreed to in the plan. These documents will serve as a joint policy statement for the system library board. This board will appoint a librarian to direct the system and carry out

board policy. Individual library boards will continue to have local responsibility for the operation of their own libraries. Liaison between libraries in the system will be achieved by a council of librarians composed of representatives from the staff of each library with the system librarian acting as chairman of the council of librarians.

Both integrated and federated systems operate from a headquarters which should be centrally located considering the region as a whole. It need not be housed in an existing library or in the largest centre of population. Since the administrative functions which the system headquarters perform may be separate from those which provide service to the public, the building in which these are carried out need not be elaborate or expensive. An existing factory, warehouse or store would be suitable if structurally sound, of adequate size and well located in relation to transportation and communication systems.

Materials to be used throughout the system will be acquired and organized at headquarters and catalogues of the system's collections of books and other materials will be prepared here and distributed to each library in the system.

The headquarters will be responsible for staff guidance and training and for regular and frequent exchanges of materials among system libraries. Opportunities will be provided by the headquarters for local librarians to select materials for their own libraries.

Headquarters staff in co-operation with the members of the system will be responsible for developing public relations programmes, publicity and special activities.

Library specialists in such fields as work with children or reference work will be employed by the system and will have such special responsibilities as building the collection and planning programmes.

The library in the system with the most substantial resources will be designated as the area resource centre. It may also operate as the system headquarters. The resource centre will build up a strong, broad collection available to the whole system for consultation, inter-library loan, or direct borrowing by individuals. Its reference materials and information services will be made available to all libraries in the system to which it will be linked by telephone and where feasible other forms of telecommunication. There will also be regular and frequent delivery services.

Libraries in the system which serve the larger centres of population will be designated as major libraries. These should be directed by a qualified librarian. The major library should be able to satisfy the immediate needs of the local community through a basic general reference collection and a broad range of circulating materials. Its regular collection will be augmented with other items provided through the system headquarters and enriched by regular and rotating exchanges of materials, with inter-library loans and by special information supplied from the area resource centre. The hours during which major libraries are open to the public should be liberal.

In the smaller centres of population community libraries with more limited collections will also have these supplemented by materials provided through the system headquarters. Rotating collections of special and expensive materials will be circulated throughout the system to provide enrichment for even the smallest centres. Reference and information services will be available to patrons of the community library through access to the area resource centre. Workers in the community library will be recruited locally and trained through in-service programmes offered by the staff of the system's headquarters. Local needs will determine the hours during which community libraries are open to the public.

In those parts of the system area which cannot be served directly by a community library, a major library or the area resource centre bookmobiles (or other types of mobile units) or the mails can be used to extend library service to residents. In these cases regular visits or mailing schedules should be maintained and a librarian should be available to patrons whose normal service point is a mobile stop.

Keeping in mind this outline of the systems approach which it recommends for the development of library service in British Columbia, the Committee next turned its attention to the delineation of potential system service areas on a map of the province.

Regional Districts of British Columbia grouped for Library System Areas

Library System	Total area	Population 1966	Population 1976 (est.)[1]
I. Greater Victoria	933 sq. mi.	181,366	216,000
1. Capital			
II. Vancouver Island	20,453 sq. mi.	146,727	178,000
1. Alberni-Clayoquot			
2. Comox-Strathcona			
3. Cowichan Valley			
4. Mount Waddington			
5. Nanaimo			
III. Greater Vancouver	990 sq. mi.	891,365	1,168,000[2]
1. Greater Vancouver			
IV. Sunshine Coast-Squamish	9,952 sq. mi.	33,795	54,000[3]
1. Powell River			
2. Squamish-Lillooet			
3. Sunshine Coast			
V. Fraser Valley	5,642 sq. mi.	112,935	152,000[4]
1. Central Fraser Valley			
2. Dewdney-Alouette			
3. Fraser-Cheam			
VI. Okanagan	20,060 sq. mi.	121,682	182,000
1. Central Okanagan			
2. Columbia-Shuswap			
3. North Okanagan			
4. Okanagan-Similkameen			
VII. Kootenay	22,861 sq. mi.	106,372	119,000
1. Central Kootenay			
2. East Kootenay			
3. Kootenay Boundary			
VIII. Cariboo-Thompson	49,518 sq. mi.	87,435	103,000
1. Cariboo			
2. Thompson-Nicola			

Library System	Total area	Population 1966	Population 1976 (est.)[1]
IX. North Coast	53,506 sq. mi.	51,713	76,000[5]
1. Kitimat-Stikine			
2. Ocean Falls			
3. Skeena A.			
X. Central Interior	50,123 sq. mi.	70,764	103,000
1. Bulkley-Nechako			
2. Fraser-Fort George			
XI. Peace River-Stikine	131,962 sq. mi.	40,842	55,000
1. Peace River	80,542 sq. mi.		
2. Stikine (proposed)			

[1]Unless otherwise noted all population estimates for regional districts were obtained from Department of Municipal Affairs (October, 1970).

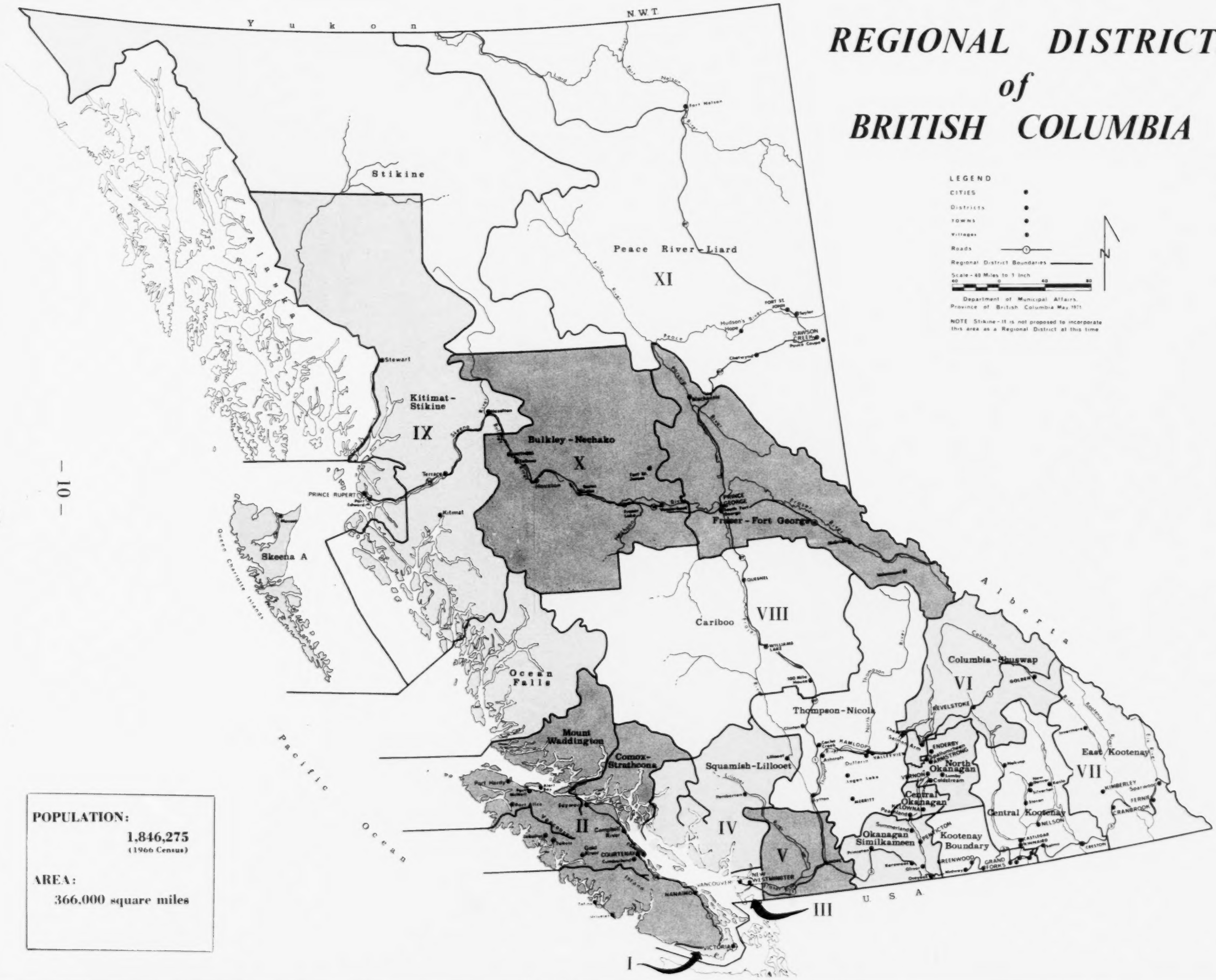
[2]Lower Mainland Regional Planning Board. Population Trends in the Lower Mainland 1921-1986: Summary Report. April 1968.

[3]Squamish-Lillooet Regional District figure obtained from Regional District Board (November 1970). Powell River Regional District figure obtained from Regional District Board (November 1971).

[4]Central Fraser Valley and Dewdney-Alouette Regional District figures and figure for municipalities of Fraser-Cheam Regional District obtained from Lower Mainland Regional Planning Board (see footnote 2). Figure for electoral areas of Fraser-Cheam Regional District obtained from the Regional District Board (November 1970).

[5]Ocean Falls Regional District figure obtained from Regional District Board (November 1970).

REGIONAL DISTRICTS of BRITISH COLUMBIA



LEGEND

CITIES •

Districts •

TOWNS •

Villages •

Roads

Regional District Boundaries

Scale - 48 Miles to 1 inch

40 0 40 80

N

Department of Municipal Affairs,
Province of British Columbia May 1971

NOTE Stikine - It is not proposed to incorporate this area as a Regional District at this time

POPULATION:
1,846,275
(1966 Census)

AREA:
366,000 square miles

37

Chapter 3

Library System Areas

When the 1966 report, Public Libraries in British Columbia recommended the division of the province into thirteen service areas school district boundaries were used to define these areas. The 1970 Committee on Library Development recommends, instead, the establishment of eleven library systems using the recently created regional district as the basic unit.

In making this recommendation the Committee has considered geographical and political factors, population and assessment projections, service patterns and communications and standards of service to be attained, as well as library services as they now exist.

With the development of the regional district, which has come about since 1965, there is now a political unit ideally and legally suited to library purposes. The twenty-eight regional districts which have been set up include the total area of British Columbia, with the exception of the northwest corner of the province which, while designated as the Stikine Regional District, is not yet incorporated. These regional districts, most of which comprise several school districts, form a second level of the basic local government organization which is designed to provide and to develop services which should transcend municipal boundaries. Not only do the regional districts have governing and taxing powers, but any number of such districts can be brought together in order to form a viable economic unit of population and tax potential able to support an effective library system. Acting on advice from the Department of Municipal Affairs, this Committee agreed that in no case should regional districts be divided.

Since regional districts vary greatly in both area and population both these factors were considered in delineating library system areas. Based on a study of published standards of service and costs, as well as on the experience of library systems now operating in British Columbia and elsewhere, this Committee recommends a population base of 75,000 people as the minimum required to maintain a successful library system. In most cases this means that two or more regional districts will have to combine to form one library system. Although the Committee considers this minimum population of 75,000 to be essential there are two cases (Peace River-Stikine and Sunshine Coast-Squamish) where, even after combining two or three regional districts, this population requirement will still not be met. Since geographical factors make any alternative grouping impractical in these instances the Committee recommends that special assistance be provided by the Library Development Commission to make the establishment of these systems possible.

The two most heavily populated areas of the province have been of particular concern to the Committee in establishing the boundaries of library system areas. The Greater Vancouver Regional District now has within its boundaries seven municipalities with independent public libraries, one with a joint school and community library and five other municipalities which form part of the present Fraser Valley Regional Library. After studying their present and future library needs and considering the advantages to be gained by treating the

Greater Vancouver Regional District as a unit, the Committee recommends that these five municipalities (Delta, Port Coquitlam, Richmond, Surrey and White Rock) should be separated from the Fraser Valley Regional Library and become part of a proposed Greater Vancouver Regional District library system.

The other area of concern is the Capital Regional District. Two municipalities and four electoral areas of this regional district (Colwood, Langford, Metchosin, North Saanich, Sidney and Sooke) at present form part of the area served by the Vancouver Island Regional Library, while the remaining municipalities are served by the Greater Victoria Public Library. Because a formal survey of the library needs of the Greater Victoria area is expected to be made within the next year, no recommendations are made by this Committee concerning future library service in the Capital Regional District.

Having selected the regional district as the unit which should form the basis for library systems in British Columbia, having established a minimum population basis of 75,000, and having considered the potential of each district, the Committee recommends the ultimate establishment of eleven library systems in the province. The system areas are to be made up of regional districts grouped and described as follows:

I. Greater Victoria area

The Capital Regional District comprises 933 square miles with a population in 1966 of 181,366 and an estimated population for 1976 of 216,000. This regional district is presently served by the Greater Victoria Public Library (Central Saanich, Esquimalt, Oak Bay, Saanich, Victoria), the Vancouver Island Regional Library (Colwood, Langford, Metchosin, North Saanich, Sidney, Sooke), and one public library association (Saltspring Island). Other resources in the area include the University of Victoria, one community college (Camosun College in Victoria), the Provincial Library, the Provincial Archives and the Library Development Commission's Open Shelf collection.

As previously stated, the Committee makes no recommendations concerning the future development of library service in the Greater Victoria area at this time. Recommendations will come from a survey proposed for 1972.

II. Vancouver Island area

The Vancouver Island library system proposed in this report consists of the five regional districts of Alberni-Clayoquot, Comox-Strathcona, Cowichan Valley, Mount Waddington and Nanaimo, which together have an area of 20,453 square miles, a population in 1966 of 146,727, and an estimated population in 1976 of 178,000. At the present time the Vancouver Island Regional Library serves all of this area with the exception of the Mount Waddington Regional District, which has one public library association (Alert Bay). There is one community college (Malaspina College in Nanaimo).

Recommendations for those parts of the Capital Regional District currently being served by the Vancouver Island Regional Library (Colwood, North Saanich, Metchosin, Langford, Sidney, Sooke) will await the report of the forthcoming survey of the Capital Regional District.

III. Greater Vancouver area

This Regional District has an area of 990 square miles and the population in 1966 was 891,365. The estimated population in 1976 is 1,168,000.

It is at present served by six municipal public libraries (Burnaby, New Westminster, North Vancouver City, North Vancouver District, Vancouver and West Vancouver), one public library association (Port Moody), one combined school-public library (Coquitlam) and the Fraser Valley Regional Library which serves the south-eastern parts of the district (Delta, Port Coquitlam, Richmond, Surrey, White Rock). In addition there are the major academic library resources at the University of British Columbia, Simon Fraser University and the British Columbia Institute of Technology. There are three community colleges (Capilano, Douglas, Vancouver City) in the district. The Committee recommends that there be one library system to serve the Greater Vancouver Regional District.

IV. Sunshine Coast-Squamish area

This area is made up of the three regional districts of Powell River, Squamish-Lillooet and Sunshine Coast. The total area of these regional districts is 9,952 square miles and the 1966 population was 33,795. The estimate for 1976 is 54,000. At present in this area there are seven public library associations (Cranberry Lake, Powell River, Westview and Wildwood Heights in Powell River, and Gibsons, Port Mellon and Squamish). It is recommended that the three districts establish a single library system.

Geographically this system presents difficulties because of the complete separation of the three regional districts by water and the consequent lack of good communications among them. In addition communication is poor between parts of the Squamish-Lillooet Regional District. In spite of the fact the population estimated for 1976 still falls short of the minimum 75,000 which this report recommends for a library system, the Committee believes that this is the most practical solution to the problem of library service for the area. It recognizes that such a system may require special assistance from the Library Development Commission and it suggests that the possibility of linking this system with that proposed for the Greater Vancouver Regional District be explored.

V. Fraser Valley area

This area consists of three regional districts: Central Fraser Valley, Dewdney-Alouette and Fraser-Cheam. The total area of these regional districts is 5,642 square miles, the 1966 population was 112,935, and the estimated population in 1976, 152,000.

Almost the entire area under consideration is now being served by the present Fraser Valley Regional Library, which is also providing service to five municipalities which lie within the Greater Vancouver Regional District (Delta, Port Coquitlam, Richmond, Surrey and White Rock). The Committee recommends that these five municipalities should form part of the Greater Vancouver library system.

VI. Okanagan area

The Okanagan library system proposed in this report consists of the four regional districts of Central Okanagan, Columbia-Shuswap, North Okanagan and Okanagan-Similkameen, which cover an area of 20,060 square miles. The 1966 population was 121,682 and the estimated population for 1976 is 182,000.

Most of this area is presently served by the Okanagan Regional Library, while in the remaining parts of the Columbia-Shuswap and Okanagan-Similkameen Regional Districts there are, at the present time, one municipal public library (Penticton) and two public library associations (Golden, Princeton). In addition to these public library resources, there is one community college (Okanagan College) in the area.

VII. Kootenay area

The Committee recommends that a single library system be created to serve the Kootenays, made up of the three regional districts of Central Kootenay, East Kootenay and Kootenay Boundary. This system would take in 22,861 square miles with a population in 1966 of 106,372. The estimated population in 1976 is 119,000.

The Kootenays at present contain two municipal libraries (Nelson,Trail), fourteen public library associations (Castlegar, Creston, Fruitvale, Grand Forks, Greenwood, Kaslo, Kinnaird, Nakusp, Rossland and Salmo in the West Kootenay and Cranbrook, Fernie, Invermere, Kimberley in the East Kootenay). In addition there is a branch of the Library Development Commission in Cranbrook which serves six public library associations and individuals resident in the East Kootenay. There is one university in the district (Notre Dame University in Nelson) and a community college (Selkirk College in Castlegar).

Although this library system area is divided by a mountain range which separates it into the two distinct parts of East and West Kootenay, the Committee believes that difficulties of communication caused by the geography of the area do not present insurmountable obstacles. The combined population and assessment of the two Kootenays should make it possible to form one strong library system.

VIII. Cariboo-Thompson area

The system to serve the Cariboo-Thompson area consists of the Cariboo and the Thompson-Nicola Regional Districts. The total area of this system is 49,518 square miles. The population in 1966 was 87,435 and the 1976 estimated population is 103,000.

The present resources of this system area consist of two municipal public libraries (Kamloops, Quesnel), three public library associations (Ashcroft, Merritt, Williams Lake) and one community college (Cariboo College in Kamloops).

IX. North Coast area

The system proposed for the North Coast comprises the three regional districts of Kitimat-Stikine, Ocean Falls and Skeena A. The total land area of these three districts is 53,506 square miles. The 1966 population was 51,713 and the estimated population in 1976 is 76,000.

The area has one municipal public library (Prince Rupert) and five public library associations (Hazelton, Kemano, Kitimat, Ocean Falls, Terrace).

From a geographical point of view this system presents more problems than any of the other systems proposed in this report. Nevertheless the Committee is convinced that communication difficulties can be overcome and a viable and effective system formed. As in Area IV the Committee suggests that special assistance will need to be given by the Library Development Commission to make this library system viable.

X. Central Interior area

This library system will consist of the Bulkley-Nechako and the Fraser-Fort George Regional Districts, with a total area of 50,123 square miles and a population in 1966 of 70,764. By 1976 it is estimated that the population will be 103,000.

At the present time the area is served by one municipal public library (Prince George), eight public library associations (Burns Lake, Fort St. James, Fraser Lake, Houston, McBride, Smithers, Valemount, Vanderhoof) and a branch of the Library Development Commission (Prince George) which serves as a headquarters for the above-mentioned public library associations and also provides direct service to borrowers throughout the two regional districts. There is one community college (New Caledonia in Prince George) in the area.

XI. Peace River-Stikine area

This library system will ultimately cover the area of the Peace River-Liard Regional District and the proposed Stikine Regional District, which has not yet been incorporated, a total of 131,962 square miles. For the time being however the system must consist of the

single regional district of Peace River-Liard, with an area of 80,542 square miles and a population in 1966 of 40,842. The 1976 population is estimated at 55,000.

The Peace River-Liard Regional District is at present served by five public library associations (Chetwynd, Dawson Creek, Fort St. John, Hudson's Hope, Pouce Coupe) and a branch in Dawson Creek of the Library Development Commission, which is the headquarters for these public library associations and which also provides direct library service throughout the area. The proposed Stikine Regional District is served by one public library association (Cassiar) and the Commission's branch.

Although the single regional district of Peace River-Liard does not meet the minimum population requirements for a library system recommended in this report, the Committee recommends that a system should be established now, on the understanding that it will take in the Stikine Regional District when this is possible. In the meantime the inhabitants of the Stikine Regional District should receive service by arrangement with the Peace River library system. The Committee recommends that the Library Development Commission provide special assistance to the Peace River system until the population and general assessment of the whole system area are sufficient to support the basic services required.

Chapter 4

Library Systems in Metropolitan Areas

The census figures of 1966 indicate that the Capital Regional District and the Greater Vancouver Regional District together accounted for more than one-half of the total population of the province. Predictions for 1976 indicate that the Greater Vancouver Regional District alone will contain half the people in British Columbia. Together the two districts will account for approximately sixty percent of the total population. Faced with these facts the Committee agreed that the problems involved in the provision of adequate library service to the residents of the two metropolitan areas of the province require special study.

I. Greater Vancouver Regional District

Acting on a recommendation from this Committee, the Library Development Commission appointed the firm of Albert Bowron/Information, Media and Library Planners of Toronto to make a study of library service in the Greater Vancouver Regional District. The study has been completed and Mr. Bowron's report, with recommendations, has been submitted to the Commission.

II. Capital Regional District

In 1971 the Director of the Greater Victoria Public Library recommended to his Library Board that a study be made of library service in the metropolitan area which comprises the Capital Regional District. This recommendation was approved in principle. It was agreed that such a study should be made by an established library consultant firm, with the co-operation of the Board of Management of the Vancouver Island Regional Library and with the approval and financial support of the Library Development Commission.

Since the Commission has accepted this recommendation for inclusion in its estimates for the fiscal year beginning April 1, 1972, no specific recommendations concerning library service in the metropolitan area of Greater Victoria will be made until the proposed study has been completed.

Chapter 5

Standards for Library Systems

Library systems, present and future, established in areas shown on our map of British Columbia (see page 10) will require guidelines for their orderly and economical development. With this in mind, the Committee has worked out minimum standards to apply to public library systems in all parts of the province except the metropolitan area of Greater Vancouver and Greater Victoria.

Librarians, library boards, government officials and interested citizens will find in these standards a gauge by which to measure an acceptable minimum level of public library service. The standards will also be valuable to the Library Development Commission in determining the need for provincial aid and the degree to which a given system may qualify for a provincial grant.

The five aspects of library service covered by these standards are:

I. Government and Structure

II. Services

III. Collection

IV. Personnel

V. Facilities

I. Government and Structure

A. Government

1. Definitions

a) An integrated public library system is an organization in which the municipalities and electoral areas of one or more regional districts agree to establish and support a single public library system throughout the regional district or districts. Existing libraries become branches of the system.

b) A federated public library system is an organization in which two or more units already providing public library service enter into an agreement in writing to implement a plan of service for the agencies so contracting. Each agency remains autonomous within the federated system.

2. Public Libraries Act

The Public Libraries Act of British Columbia is the Legislation governing the establishment and maintenance of all public libraries and public library systems in the province. All government officials, library boards, interested citizens and librarians should be familiar with its provisions.

3. Boards of Trustees

Every library system must be governed by a library board which is constituted in accordance with the provisions of the Public Libraries Act. Every board member should be familiar with the powers and duties of a library board. He should demonstrate leadership and initiative in support of the library and its policies and should take every opportunity to play an active role in provincial and national library affairs.

a) The board of an integrated system established by one or more regional districts should be appointed by the regional district board or boards concerned.

b) The board of a federated system should be composed of members appointed by regional district boards to represent the population of municipalities and areas receiving direct service and of others elected by and from the members of boards of the participating libraries.

B. Structure

1. Public Library Systems - General Information

Every library system in British Columbia must have a minimum population of 75,000. By means of the system public library service is made available to everybody in its area.

The system is made up of the following types of libraries:

a) Community library. A community library, as the unit in the library system closest to the reader, may be a municipal public library, a public library association, a branch of an integrated library system, a bookmobile or, in remote areas, direct mail from an appropriate service centre. This community library will serve as the local information centre and should be able to fill the most frequent local requests for books and information from its own collection.

b) Major library. A major library is one which serves a larger centre of population, normally over 10,000. Its collection should satisfy the immediate needs of the local community; in addition it should act as an intermediate resource centre for its area.

c) Resource centre. The resource centre is the largest library of the system. In addition to serving the needs of its own community it should be open to every resident of the system area. It may also be the system headquarters. This centre should have a comprehensive collection of books and audio-visual materials, with special emphasis on subjects of particular importance to the area.

The resource centre must provide reference service for the whole system area and supply the materials required to meet specific requests from the community libraries of the system.

d) Headquarters. The headquarters of the system should be centrally located considering the region as a whole. It should be responsible for the following:

1. Ordering, cataloguing and processing of materials for all libraries in the system.

2. Providing materials to augment the collections of other libraries in the system.

3. Consultant service to the member libraries in a federated system.

4. In-service training for the staff of all libraries in the system.

5. Compiling a record of the holdings of the entire system which should be made available to the users at every branch or member library in the system.

6. Inter-library loan service for all libraries in the system.

7. Direct service to persons not in the service area of any library in the system.

8. Development of public relations programmes, publicity and special activities.

2. Federated Systems

All member libraries in a federated system must meet minimum standards for libraries in British Columbia as established by the Library Development Commission in order to be eligible themselves for full system benefits and for the system to receive provincial grants.

Residents of the system area who are not in the service area of a member library and municipalities with a population of 1,000 or less which have not established a public library prior to the establishment of the federated system, shall receive direct service from the system headquarters under contract with their regional district board.

3. Inter-library relationships

Public libraries should work closely with other libraries in the community to assure that all resources are used to the maximum, aiming for an expansion rather than a duplication of library service.

C. Finances

The financing of library systems will be by a combination of local taxation and provincial aid.

Every system should receive sufficient funds to support its service programme at least at the minimum level required by these system standards.

Local support must be at a minimum system-wide rate of at least one mill on the general assessment.

1. Integrated Public Library System

Financing shall be by:

a) Local taxation. Taxation from the regional district or districts which form the library system. This shall be at such a uniform mill rate over the entire system area as will satisfy the demands of an approved budget and shall not be less than one mill on the general assessment.

b) Provincial aid. A share of the legislative appropriation of funds for library operations based on an established formula.

2. Federated Public Library System

a) System Headquarters

Financing of the system's headquarters and service which can be shared by all will be achieved by:

i) Payments from member libraries for system services received. The amount is determined for each library by the system library board.

ii) Local taxation from those municipalities and electoral areas within the system whose residents are not otherwise taxed for library service. This tax should be at such uniform mill rate throughout these municipalities and electoral areas as will satisfy the demands of the approved budget. It must not be less than one mill on the general assessment.

iii) Provincial aid. A share of the legislative appropriation of funds for library operations based on an established formula.

b) Local libraries

Individual member libraries will continue to be financed by tax funds from their own municipalities.

Such support must be at least at the level set out in standards approved by the Library Development Commission, viz:

Population served	Minimum support per capita
Up to 9,999	$3.00
10,000 to 24,999	$4.00
25,000 to 49,999	$5.50

II. Services

A. Scope

Participation in a library system should ensure that even the smallest library in British Columbia will be able to provide these essential services:

1. The accumulation and logical organization of the materials of communication (books, periodicals, films, recordings, pamphlets, etc.) for convenient use.

2. Free lending of such materials in order that they may be used in the location and at the time convenient to the individual.

3. Advisory service to individuals in the use of these materials.

4. Provision of information service.

5. Assistance to civic, cultural and educational organizations in locating and using library materials.

6. Stimulation of the use of the library through publicity, displays, reading lists, story hours, book talks, book and film discussion and other appropriate means either in the library or through community organizations.

B. Performance

The following are basic standards for the achievement of the services listed above:

1. Policy statements. Each public library board and system board should have a written policy statement, subject to periodic review and revision, outlining the library's service goals.

2. Relationship to the community. Each public library should be an integral part of the community it serves. Services provided by the system and by individual libraries or branches in the system must be planned in relation to other facilities in the region and the community.

3. Hours of service. Each library in a system should operate on a regular schedule of hours that will permit reasonable access to the materials and services of the library. All should be open during some evening hours, and on Sundays when possible.

Population served	Hours open per week
under 1,000	10 hours
1,000 – 2,499	15 hours
2,500 – 4,999	25 hours
5,000 – 9,999	35 hours
10,000 – 24,999	45 hours
25,000 – 49,999	60 hours
over 50,000	60 hours or more

Bookmobiles should maintain regular schedules of community stops at intervals no greater than two weeks, and with stops of sufficient length to offer advisory service to readers.

4. Lending regulations. Lending regulations should be established which provide for the maximum use of library materials. The period of loan for most materials and the number of items lent should be as liberal as the collection can permit.

Each library system should design lending practices for individuals and between libraries in the system which make for uniform, co-ordinated service over the whole area served, including system-wide borrowing privileges with free and equal access to all collections.

5. Reference service. Each library should have a range of materials which will furnish the information most frequently requested. Its staff should be capable

of locating information in local resources and of referring inquiries to the resource centre of the system when necessary.

The area resource centre should provide full-time reference service capable of handling inquiries originating at the library itself and from community libraries in the system. Inquiries which cannot be satisfied through the resources of the centre should be referred to the local college or university library and/or the provincial resource centre. All area resource centres and major libraries (and community libraries insofar as possible) should have photocopying machines.

6. Advisory service. All public libraries should provide guidance and counsel to individuals and groups in the use of library materials.

7. Public relations. Each library system must develop a strong public relations programme for and in co-operation with the libraries of the system.

III. Collections

A. General

Each public library system should have a written statement detailing its policy for the selection and acquisition of materials. This statement should be reviewed periodically and revised as changing circumstances require. Materials which are outdated or worn out must be withdrawn from the collection, and replaced by appropriate new titles or editions. It is recommended that paperbound books be used to augment the book collections of all libraries.

B. Books

1. Integrated Public Library Systems

a) System headquarters. The total minimum collection of an integrated system, including books at the headquarters and at the service points, should be two volumes per capita.

b) Area resource centre. As an immediate goal every area resource centre should contain a collection of at least 50,000 volumes of currently useful adult non-fiction.

c) Branch libraries should have adequate collections of books provided by the system headquarters.

2. Federated Public Library Systems

a) System headquarters. The headquarters of a federated system shall have a book collection large enough to provide supplementary materials for all member libraries in the system and to satisfy the needs of residents in electoral areas and municipalities which are not directly served by a member library. The actual size of this collection shall be calculated according to the following formula:

3 volumes per capita for the population of electoral areas and municipalities receiving direct service from headquarters
plus additional books to provide supplementary collections for member libraries to the number of ¼ - ½ volume per capita for the population served by the community libraries. (The population of the municipality directly served by the systems resource centre is not to be included in this calculation).

b) Area resource centre. As an immediate goal every area resource centre should contain a collection of at least 50,000 volumes of currently useful adult non-fiction.

c) Major libraries. Every major library shall have at least 25,000 currently useful volumes or two volumes per capita, whichever is greater.

d) Community libraries. Every community library shall have at least 3,000 currently useful volumes or two volumes per capita, whichever is greater. This permanent collection will be supplemented by titles on indefinite loan and with exchanges from system headquarters.

C. Periodicals

1. Area resource centre. Minimum of 200 indexed periodicals.

2. Major library. Minimum of 30 indexed periodicals or one subscription for each 250 people in the immediate service area, whichever is greater.

3. Community library. Minimum of 20 periodical subscriptions.

D. Other Printed Materials

All libraries should contain collections of pamphlets, government documents, clippings, etc. on subjects of interest to the community. Particular attention should be paid to the collection of local history materials.

E. Audio-visual materials

1. Provincial resource centre. It is recommended that a centre be established in the province for the acquisition, processing, circulation and maintenance of major audio-visual materials such as film and video cassettes and tapes. This centre would be for the use of all library systems in British Columbia.

2. System headquarters. Each system headquarters should have minimum collections of 3,000 discs, cassettes or tape recordings and 500 films with new material purchased annually. It should furnish information about these materials to all member libraries or branches in the system and make them readily available for use.

3. Area resource centre. Each should have a minimum collection of 500 discs, cassettes or tape recordings with new material added annually. Slides, filmstrips, music scores, maps, pictures and micro-reproductions should also be provided and made available for inter-library loan.

4. Major and community libraries will borrow audio-visual materials as needed through the system.

IV. Personnel

If public libraries are to fulfill effectively their unique function as an information source for all the people in the system areas they serve, they must be staffed by people who are professionally qualified and adequately paid.

A. Salaries

Staff members should be paid according to their responsibilities within the library or system. Their salaries should be competitive within the community (for positions normally filled locally) and nationally (for those positions for which the library competes in a national market).

B. Staffing requirements

1. General

The number of staff members should be sufficient to perform the duties involved in selecting, organizing and interpreting materials and to provide consistently efficient service at all hours when the library is open to the public.

In general one full-time staff member (or equivalent) should be the minimum provided for each 2,000 people in the service area. Libraries serving populations under 2,500 should have a staff member working at least one and a half times the number of hours the library is open to the public.

2. Mobile libraries

Staff on a bookmobile (or other mobile library) should include at least two persons: a librarian or well qualified library assistant and a driver-clerk.

3. Specialists

In each library system there should be at least one professional staff member with special competence for and experience in each of the following aspects of library service:

a) administration

b) organization and control of materials (book and/or non-book)

c) selection, information and advisory service for adults

d) selection, information and advisory service for children/young adults

e) extension services, including services to those persons in need of special types of services, such as inmates of institutions, the homebound, the culturally disadvantaged, the blind and handicapped and those living at a distance from library agencies

f) public relations

C. In-service training

The system headquarters should provide regular training opportunities for all library staff members in the system area.

V. Facilities

A. Location

Public library buildings should be so located that a large percentage of the people to be served have easy access to the library in pursuit of their normal activities. Off-street parking should be available to library patrons.

B. Buildings

No library facility should be constructed or remodeled without careful planning and analysis of present and future needs. Consideration should be given to the accommodation of the library's service programme as well as to the housing of its materials.

The librarian, library board and an outside consultant must be involved in the planning and in the preparation of the building programme – a statement which defines the library's requirements in terms of both space and service.

Adequate public seating space and staff workroom areas should be provided. Furnishings should be attractive and easily maintained and special consideration should be given to the needs of physically handicapped users.

C. Communications

The most efficient means of communication and transportation between the libraries in a system must be utilized.

Every public library service point must have a listed telephone.

Chapter 6

Inter-Library Relationships

Acceptance of the principle of co-operation by public libraries on a regional basis is fundamental to the development of good library service for all residents of British Columbia, but as no single library, however large, can be entirely self-sufficient, so no public library system can by itself hope to meet the many and varied needs of all its borrowers. Still further measures of co-operation are essential if everyone, regardless of who he is, where he lives, or what he does, is to have access to information required for his work, his study or his recreation. Co-operation needs to extend beyond the local and regional levels and will have to involve all types of libraries. Only thus can we meet both the increasing demands for information and the burgeoning costs of providing it.

Planned co-operation involving all libraries in the province demands recognition of the differences between the various types of libraries and the clientele which each serves. Such co-operation must not interfere with the primary function of any of these libraries. The academic library will continue to be responsible for meeting the needs of its own community – its faculty and students. The school library/resource centre will continue to have as its primary responsibility meeting the curriculum-related needs of its students and teachers. The special or institutional library will still be most concerned about the particular needs of its parent organization, while the public library will continue to keep the general needs of the whole community in mind. If each library retains its separate identity, fulfills its special function and develops its own collections and service programmes to their full potential, while coordinating its efforts to achieve an overall plan of library service for the whole community, the best interests of all concerned will be served.

Coordinated development of the book collections of the tax-supported libraries of an area – public, school, college and university – will minimize unnecessary duplication and ensure that available funds are used to provide the greatest variety of useful materials. These should be made as widely available as possible either through direct access or by liberal loans and information exchange between libraries. In addition, the publicly supported libraries in the area should develop the closest possible working relationships with privately-supported libraries (those in business and industry) so that advantage may be taken of collections of materials on specialized subjects.

Even with the closest co-operation and the best working relationships between all the libraries in a system area, it will be inevitable that many legitimate needs cannot be filled from local resources. Co-operative arrangements on a wider level, therefore, are also essential. The libraries of all universities and colleges in British Columbia have been active in pursuing such co-operative ventures as a liberalized inter-library loan policy, shared collection development and the co-operative processing of materials. They are gradually developing an effective network of academic libraries within the province to ensure the best use of their resources.

A parallel development among public library systems would see the formal establishment of a similar network. By this means the total public library resources of the province

would be available to borrowers in all parts of the province. Such a public library network requires:

1. A bibliographic centre responsible for receiving and processing all requests from public library systems for information or material.

2. A union catalogue of the holdings of all the systems in order that the material required can be located efficiently.

3. A provincial resource centre with a collection which can supplement the holdings of the public library systems. This centre would be the logical location for the bibliographic centre and union catalogue.

4. An efficient means of communication between all systems and the bibliographic centre in order to transmit the desired information or material as quickly as possible.

The Library Development Commission, as an agency of the provincial government, is the logical body to coordinate and support the shared use of library resources within the province and the Committee therefore recommends that it develop and operate the bibliographic centre for the proposed public library network. In this capacity Commission staff would receive and process requests from public library systems for information and material which is not available within their own system areas.

The Committee further recommends that, together with the Provincial Library, the Provincial Archives and other provincial government libraries, the Library Development Commission act as the provincial resource centre. This centre would provide advanced reference service as well as inter-library loan for all public library systems with the exception of those in the Lower Mainland which should look upon the Vancouver Public Library as their primary resource centre.

In addition the Committee recommends that formal agreements be entered into between the provincial resource centre and the libraries of the province's universities to ensure that the resources of these academic libraries are available as required to meet the specialized needs of public library users throughout the province. Access to the collections of the academic and special libraries through inter-library loan provides the greatest assurance of meeting, at reasonable cost, the demands for materials which cannot be supplied from the collections of public library systems or the provincial resource centre. Similar agreements should be reached with the community colleges and other institutions of post-secondary education in order to make the fullest possible use of their specialized collections. Such agreements would, of course, be reciprocal in nature and would permit access by academic libraries to the collections of the provincial resource centre and of the public library systems. Similar reciprocal agreements between the provincial resource centre and the various libraries which serve agencies and

departments of the federal government, as well as those serving business and industry, would provide access by all potential users to the resources represented by these often highly-specialized collections. Through a suitable pattern of reciprocal agreements the academic, governmental, public and special libraries of British Columbia would form a single information network calculated to ensure to the citizens of the province access to superior library and information services at the most reasonable cost possible.

As noted, the Committee recommends the establishment within the provincial resource centre of a union catalogue of its own collection and the holdings of all public library systems in the province. Eventually the provincial resource centre should aim to include in this union catalogue the collections of all components of the province-wide information network – the academic, governmental, public and special libraries of British Columbia. The development of such a catalogue may well result from the combined efforts of the provincial resource centre and other libraries in the province and of the National Library of Canada. It is imperative that the provincial resource centre maintain and develop the closest ties and working relationships with the National Library, since it is through that agency that the citizens of the province will gain access, as required, to the resources of the libraries of the rest of Canada and of other countries.

Inherent in all these proposals for co-operative and coordinated efforts is the principle of reciprocity. No single library, indeed no single type of library, can be expected to subsidize others on a continuing basis without some return. Libraries which do not gain reciprocal benefits when they participate in the provincial information network should be compensated for their services by formal agreements and/or special grants.

Above all, the successful implementation of a province-wide information network will require the understanding, co-operation and goodwill of librarians, of institutions, and of civic and governmental officials. It will also require the development of a carefully-planned structure in which the methods of support and operation have been developed in detail. The Committee recommends that the Library Development Commission of British Columbia undertake without delay to establish the necessary climate of co-operation and initiate the planning and negotiation of those formal agreements which are required for the establishment of British Columbia's information network of the future.

Chapter 7

The Library Development Commission

As has been noted in the introduction, this Committee was charged in its terms of reference "to re-evaluate the role the Library Development Commission must play in both the long and the short range plans [for library service in the province of British Columbia]. If changes are required in the structure and function of the Commission . . . these should be recommended by the Committee."

The investigation and research, the consultation, examination and the discussions of this 1970 Committee on Library Development have convinced it that the time of the individual library acting in isolation is long past. The efforts of all libraries of every type must be coordinated if each person in British Columbia is to be provided with the kind of library service which he must have to compete in this rapidly-changing world. The Committee is equally convinced that the capability of the Library Development Commission is the key to library development in British Columbia. The Commission must be willing and able to provide dynamic leadership if real progress is to be made in implementing the recommendations contained in this report.

Evidence of the fact that the Commission itself is increasingly aware of its leadership role in the provincial scene is shown by the summary of recent progress given at the beginning of this report. Emphasizing the fact that "provincial leadership is the most essential single ingredient" in the development of a province-wide interrelated system of libraries, Miss Vainstein's report made many specific recommendations concerning the work and the attitude of the Library Development Commission. It is encouraging to see that many of these have already been implemented, in whole or in part.

Service to systems must be the keynote of the Commission's programme in the future. In the past, individual libraries – or individual people – have been the primary recipients of the Commission's service. The Committee recommends that service by mail to individual borrowers and small communities through its Open Shelf and Travelling Library services as well as direct service to individual libraries should cease as soon as systems which can take this over have been established. In addition, responsibility for the services now provided through the Commission's branches in Prince George, Dawson Creek and Cranbrook should be transferred to the respective systems recommended for these areas where they have been formally established.

The Committee believes that the circumstances and needs which led to the establishment of the Commission's branches no longer prevail in those areas and that fully-fledged, tax-supported systems should be established as soon as possible. This course of action will permit the Commission's personnel, its resources and its efforts to be concentrated on the establishment and support of public library systems and on the creation of a coordinated network made up of all types of libraries.

The Committee believes that the responsibilities of the Library Development Commission fall into three main categories:

1. Public library development

2. Coordination of library services

3. Creation and maintenance of a provincial resource centre for public library systems.

1. Public Library Development

The development of a province-wide library service will involve the Library Development Commission in the following:

a) Legislation

Under the Public Libraries Act the Commission is empowered to interpret and apply the provisions of the Act and its Regulations. In addition it conducts a continuing review of existing legislation and proposes revision as required. Those changes in the law which will be needed to facilitate the adoption of the recommendations of this Committee will be discussed in Chapter 9.

b) Provincial Aid

The Commission already has full responsibility for administering all funds received from the Legislature for the assistance of public libraries. This responsibility includes the establishment of equitable policies and formulas for the distribution of provincial aid and for making the Legislature aware of the needs of libraries. Specific recommendations to the Library Development Commission for changes in the distribution of provincial funds which will enable the development of public library systems appear in Chapter 8 of this report.

c) Planning and Research

Over-all planning for library development in the province should be the responsibility of the Library Development Commission. In addition the Commission should be prepared to offer assistance in the planning of individual public library systems.

The Commission's staff should be adequate in both size and qualifications to provide the leadership, guidance, planning and research necessary to meet the demands which should be made upon it in the development of a province-wide network of library systems. Surveys, pilot projects, demonstrations and research into specific library problems will be required. On those occasions when the needed research is beyond the scope of the Commission's staff outside assistance should be authorized.

d) Statistics and Reports

Gathering and interpreting library statistics and making them available for public use are important activities of a provincial library authority.

e) Standards

The Public Libraries Act gives the Library Development Commission responsibility for establishing and maintaining standards for all public libraries in the province. In 1968 the Commission drew up standards for small libraries. These standards, which became effective on April 1, 1971, must be constantly reviewed and revised if they are to serve as an interim guide until the individual libraries can become members of public library systems.

The Commission must now adopt a set of standards for library systems to govern the establishment of new systems and to assist in the further development of the existing ones. Suggested standards for public library systems in the non-metropolitan areas of the province were presented in Chapter 5 of this report. The Committee recommends that the Library Development Commission adopt these standards as the official norm for the operation of both integrated and federated systems throughout the province.

The Committee believes that the Library Development Commission has an obligation to give assistance to libraries which are making a serious attempt to achieve an acceptable level of service.

f) Consultant Services

The Library Development Commission should provide consultant service to all public library systems in the province and to the libraries of provincial government institutions.

At the present time, a consultant service to those public library associations which are members of the Associated Libraries is provided by the librarians of the Commission's three branches in Prince George, Dawson Creek and Cranbrook. Similar assistance to the other public library associations and to municipal public libraries is available through the Commission's Consultant Service, established in the fall of 1968. The Committee recommends that the Commission continue to provide consultant service to individual libraries only until they have the opportunity to join a system. Thereafter the headquarters of the library system will be responsible for consultant services to member libraries. Libraries which refrain from joining an available system would become ineligible for consultant service from the Library Development Commission.

The Committee recommends that the consultant staff of the Library Development Commission be strengthened by the inclusion of specialists whose wisdom and experience will enable them to advise the directors of library systems on such matters as buildings, automation, finance and personnel management as well as on all aspects

of general library service. It is suggested that the services of outside consultants be employed on occasion to supplement the Commission's regular staff.

g) Public Relations

The Committee recommends that the Library Development Commission be responsible for:

i) publicity related to its own activities

ii) general library publicity throughout the province, including the production of materials which can be used in various regions of the province

iii) providing consultant services on public relations to all library systems

2. Coordination of Library Services

The Committee's recommendations concerning the Commission's role as a bibliographic agency and a clearinghouse for the province-wide information network have been stated in Chapter 6 of this report. (See page 30).

3. Provincial Resource Centre

In developing the provincial resource centre which has been outlined in the previous chapter, the Library Development Commission will need to assume the responsibility for building on the present strength of the provincial government collections and developing its own collection to meet the changing needs of library systems in the province. The Committee recommends that areas of specialization for in-depth collections should be agreed upon with the Vancouver resource centre, with the university libraries and with the special libraries of the province. Full use should be made of new developments in technology to facilitate inter-library borrowing and reference service and the operation of the union catalogue.

Chapter 8

Provincial Aid

The 1970 Committee on Library Development wholeheartedly endorses the recommendation of the Vainstein report that "initially, the provincial share should be not less than twenty percent of the total cost of a basic public library programme."*

The basic "programme" which the Committee would have the provincial government support to this extent cannot, as this report has stated repeatedly, be achieved by individual libraries operating independently. The planned service areas with their established public library systems detailed in Chapters 2 and 3, will require substantial provincial support. Additional funds will also be needed to enable the Library Development Commission's own operation to be strengthened so that it may spearhead this development of British Columbia's library service and organize the proposed province-wide information network.

The Library Development Commission

In 1970 the Library Development Commission's expenditures for the support of its own operation amounted to $308,000. Out of these funds came the costs of operating the headquarters office, the consultant service, the branches in Prince George, Dawson Creek and Cranbrook, the Open Shelf and Travelling Libraries service to individuals and the growing inter-library loan service to public libraries. As the recommendations of this report are implemented and the role of the Commission changes, emphasis will shift from service to individuals to service to libraries. The recommendations in the previous chapter call for the Commission to play an increased role in the planning and implementation of a vital library programme for British Columbia. This in turn will require an expanded advisory and planning staff to assist in the establishment of new systems and services; to provide continuing guidance and advice and to organize and support the proposed information network which will link all libraries in the province and make their resources more readily available. Increased collections, skilled staff and new equipment will all be required if this network is to become a reality.

Library Systems

Adequate financing from the outset will be the key to the success of the new systems. Local tax money should be expected to provide the basic funds which will keep a system in operation, but it would be unrealistic to expect local support alone to provide the capital required if the system is to be established and operated on a sound financial basis. Substantial provincial aid will be needed in establishment grants to set up the headquarters, to establish centralized processing for the service area, to build up a system resource centre and to provide a collection of books and other materials for service to libraries as well as to those previously unserved communities and individuals which now support the system.

*Vainstein, Rose. Public Libraries in British Columbia: a Survey with Recommendations p. 34.

The financing of systems will require careful long-range planning by the Library Development Commission with full understanding, agreement and co-operation at the local level. The availability of staff, the build-up of local acceptance and support and provincial aid at the level required will all necessarily affect the timetable for the establishment of new systems. This Committee believes that a realistic goal would be the establishment of at least one new system every two years.

During this period of development the Commission will have to budget not only for the establishment of new systems but also for annual support for systems already established. Each system will need substantial continuing aid if it is to provide the level of services envisioned in this report – more than the aggregate of present provincial support to individual libraries in the system area and more than is being provided now for the operation of the existing regional libraries. This aid should still be related to the degree of local effort, but at the level of the system rather than the individual library.

Provincial money will also be needed to enable the Commission to support special projects and services, to assist in the extension of system service areas, to re-imburse academic and special libraries for extending their facilities to public library systems and to improve communications within system areas and between the systems and the provincial resource centre.

While the Committee believes that in the long run the best interests of the library users of the province will be served by giving first priority to the establishment, development and support of library systems, provincial funds will still be needed in some cases to provide interim support to individual libraries awaiting the establishment of a system. Although this support may be minimal, these libraries will benefit later when first priority is given to the funding of their system.

As a guide for the allocation of grant funds, the Committee offers the following set of principles:

1. Provincial money should be placed where it will best facilitate the improvement of library service in British Columbia.

2. Grant funds should favour the larger unit of service over the individual library.

3. Provincial grants should be made in such a way that they encourage local support and provide initiative for system development.

4. Provincial authorities must insist on the achievement of minimum standards of service before libraries or library systems can qualify for provincial aid.

Assuming these principles to be acceptable, the Committee recommends that the provincial authority adopt a policy which will make grants available under the following categories and conditions:

Operational Grants

1. Operational grants will be paid to all systems that meet the minimum standards approved by the Library Development Commission. A system which is not up to standard, or whose member libraries are not all up to standard, may qualify for part of an operational grant following approval of its plan to meet the recognized standards within a specified time.

2. All operational grants for systems should be paid to systems headquarters for the support of system-wide services. They should not be paid to individual member libraries.

3. Individual libraries in proposed system areas awaiting provincial approval or assistance for system establishment should be eligible for interim operational grants provided they meet the minimum standards for libraries approved by the Library Development Commission.

4. Individual libraries in an area that has not yet been designated as ready for system organization should be eligible for continuing operational grants and for special assistance in lieu of system services, provided they meet the minimum standards for libraries approved by the Library Development Commission.

5. Operational grants should be paid on behalf of Indian bands which belong to a system on the same basis as for other communities.

6. No operational grant or provincial service should be available to a library which is in a position to join a system and does not.

7. The area served, as well as the population, should be considered in determining basic operational grants.

8. Grants should be subject to adjustment according to ability to pay and performance.

Establishment Grants

1. Part of the provincial grants fund each year should be reserved for the establishment of new systems until all of the proposed systems have come into existence.

2. Approved establishment grants should be available when required and should have first claim on the grants fund after fixed commitments have been discharged.

3. An establishment grant should be offered to a proposed system only after a detailed plan covering its establishment, organization and services has been approved by the Library Development Commission. The Commission should be prepared to finance the production of this plan.

4. Establishment grants for new systems should be generous, and should be extended at a diminishing rate over a period of not more than three years, according to an approved plan.

5. Extension grants should be paid to existing systems when they extend their service areas to other communities including Indian bands.

6. A grant should be made for construction of lease of a headquarters building if no suitable provincial building is available for use.

Special Grants

1. Part of the grants fund each year should be reserved for supporting special projects, such as workshops, seminars, research, demonstrations, etc.

2. A special grant should be available to a system to initiate an approved new service, the continuation of which is to be a system responsibility.

3. Grants should be made to academic and special libraries which extend their facilities to the public library information network if they do not receive reciprocal benefits.

If these principles and policies are accepted as the basis on which provincial aid is distributed, this Committee believes that the wisest use of provincial funds will be ensured and that the objective of improving library service in British Columbia through systems development will be achieved.

To put these policies into effect this Committee presents the following proposal for the distribution of provincial aid to public library systems. The dollar figures used are proposed as realistic figures for the next two to five-year period. They are not to be construed as representing recommended ceilings and should be considered for an upward revision when additional funds become available.

1. Annual Operational Grants

Eligibility for operational grants will depend upon the system conforming to regulations and meeting current minimum standards approved by the Commission. Operational grants will consist of three parts:

a) Basic grant. An outright grant of $10,000 for the support of the headquarters operation.

b) General operational grant. An annual grant payable to the system. Each system will receive a portion of the fund allotted for operational aid. The amount of each grant will be determined, pro rata, according first to population and then to ability to pay (assessed value) and performance (library support in mills).

c) Area grant. An annual grant based on the area actually served calculated at fifty cents per square mile up to a maximum of 50,000 square miles.

2. Establishment Grants

Establishment grants will be paid to all library systems in the province. The Commission's approval of a detailed plan for the establishment, organization and services of each proposed system must be obtained before any establishment grant can be offered.

Grants for systems to be established in the metropolitan areas of Greater Vancouver and Greater Victoria will follow the recommendations of separate studies made by consultant firms, with the approval and co-operation of the Library Development Commission. Those for systems in all other areas of the province are described in this section.

Each new system will normally be eligible for three establishment grants, payable over a period of not more than three years, as follows:

a) Resource centre grant. A grant of $1.00 per capita for the population of the area forming the system for the purpose of building up the reference collection in the resource centre.

b) Headquarters grant. A grant of $2.00 per capita for the population of the area forming the system for the purpose of establishing and equipping the system headquarters, buying bookstock, bookmobiles, etc.

c) Building grant. A grant of at least $150,000 towards the cost of construction or lease of a new headquarters building.

(Note: With reference to "b" and "c" above, if a new system acquires a government-owned building for its headquarters, the value of the building and any assets of the Library Development Commission it may contain will be deducted from the amount that would otherwise constitute the sum of the headquarters grant and the building grant, but no such system will receive less than $50,000 as a headquarters grant.)

d) Expansion grant. A special grant of at least $2.00 per capita based on the population of a new area joining an existing system.

3. Special Grants

The Commission may consider applications for special grants. These should reach the Commission before a specified date each year. If approved they will be included as items in the Commission's estimates for the following year.

a) A grant to support such special projects as in the opinion of the Commission will contribute to the development of library service.

b) An annual grant to systems and to academic or special libraries which serve as province-wide resource centres for reference and inter-library loan services. The amount will be based on periodic studies of the demonstrated extent of services rendered.

c) Special assistance at $1.00 per capita to the three existing regional libraries to establish area resource centres and to meet approved system standards. This grant to be paid in annual installments over a specified period.

Chapter 9

Library Legislation

The concept of a province-wide network of library systems with the regional district as the basic unit will require few changes in the Public Libraries Act. The Act now permits organized co-operative service in two ways, through formation of a regional library district under Part IV; and through an agreement under Part V, section 56.

A regional library service under Part IV is an integrated system, with one board of management, one staff and one library collection. To that extent, it is identical to the integrated system described in Chapter 2 of this report. The difference lies in the basic unit or constituent. A regional library district consists of a number of municipalities and the rual areas of school districts, each of which is represented on the board by one member. An integrated system according to this report consists of a number of regional districts, whose constituent municipalities and electoral areas are together represented by a small number of board members. A regional library has numerous parts and a large board; an integrated system has few parts and a small board. Financially, a regional library service as presently constituted under Part IV is supported through taxation in each municipality and school district separately; an integrated system, through taxation by regional districts.

By agreement under section 56 (1) and (2) it is possible for a number of regional district boards to administer the library services co-operatively in any service area as defined in the terms of the agreement and to support such services financially out of funds available for that purpose.

The Committee believes that new legislation defining library systems as described in Chapter 2 of this report and stating the terms under which such systems may be established, financed and administered, should take precedence, that Part IV should be repealed when no longer needed, and that section 56 (1) and (2) should be used only where the service area concerned is, in the opinion of the Commission, not ready for system establishment.

The Committee recommends:

1. That a new Part (or section or sections) be added to the Public Libraries Act to provide for the establishment of library systems, integrated or federated, their financial support and their administration, as described in Chapter 2 of this report.

2. That the Act be amended in Part IV so that no new regional library districts may be formed under that Part and so that the three existing regional libraries may be re-organized as integrated systems on a regional district basis under the new Part (or section or sections).

3. That agreements under section 56 (1) and (2) be allowed to continue only until such time as the service area concerned is, in the opinion of the Commission, ready for the establishment of a library system, integrated or federated, under the proposed new Part (or section or sections).

4. That special legislation be drawn up, as needed, to govern system service in the metropolitan areas of Greater Vancouver and Greater Victoria.

5. That the Library Development Commission, in presenting proposed legislative amendments to the Minister, emphasize the need for:

   a) reference to the Municipal Act at the proper places in the Public Libraries Act, to ensure agreement between the two regarding regional districts and public library services.

   b) approval by the Minister, on the advice of the Commission, before any action may be taken under the Act toward the establishment of a library system.

6. That the Library Development Commission present these recommendations in the form of legislative amendments for consideration at the 1972 session of the Legislative Assembly.

Chapter 10

Priorities for the Next Five Years

YEAR 1 – 1972

1. Widespread distribution of the report throughout the province and thorough discussion by all those affected by the ideas and recommendations of the report, through meetings, workshops, institutes and the media; acceptance by the Commission of proposals for the revision of the report; approval of the amended report as the basis for a new Programme for Library Development.

2. Preparation and submission of amendments to the Public Libraries Act.

3. Announcement of new policies and regulations for the distribution of provincial aid to public libraries to be effective April 1, 1973.

4. Publication of Standards for Library Systems.

5. Strengthening of the Commission by:

   a) Appointment of a Head of the Development Division

   b) Establishment of the Public Relations Division and appointment of the Head of the Division and staff.

6. Thorough discussion throughout the Lower Mainland of the report by Albert Bowron/ Information, Media and Library Planners.

7. Completion of the proposed study of the Capital Regional District.

8. Development of a detailed procedural manual for the establishment of new systems covering such matters as the approach to regional district boards, application for Letters Patent to include library service as a function of regional districts, system board structure, form and requirements of plan of service, contracts, staffing, collection development and access, buildings, etc.

9. Preparation of a detailed plan for the first new non-metropolitan library system. Discussion of the plan throughout the area. Promotion of the proposed system.

10. Establishment of a telecommunications system between the headquarters of established library systems and the Commission.

YEAR 2 – 1973

1. Establishment of the first new non-metropolitan system.

2. Completion of studies by experts:

   a) Feasibility of establishing centralized technical services for the province.

   b) Requirements of the proposed information network with detailed plan for action.

3. Planning and promotion of the Greater Vancouver Regional District system and the reorganization of the Fraser Valley Regional Library.

4. Review of collaboration between the Commission and the Provincial Library and the Provincial Archives.

5. Strengthening of the Commission staff: appointment of a reference librarian in Victoria.

6. Building up of the Commission's resources.

7. Development of a library promotion programme in the province.

8. Designation of obvious system resource centres.

YEAR 3 – 1974

1. Preparation of a detailed plan for the second new non-metropolitan library system. Discussion of the plan throughout the area. Promotion of the proposed system.

2. Establishment of the Greater Vancouver Regional District system.

3. Reorganization of the Fraser Valley Regional Library.

4. Discussion, amendment and acceptance of the information network plan.

5. Strengthening of the Commission staff: appointment of a communications coordinator.

6. Continuing build-up of Commission resources.

7. Assistance to designated system resource centres.

YEAR 4 – 1975

1. Establishment of the second new non-metropolitan system.

2. Discussions with academic and special libraries concerning implementation of the proposed information network.

3. Continued build-up of the Commission's capability – resources and services.

4. Planning and establishment of the provincial audio-visual resource centre.

5. Continued assistance to designated system resource centres.

YEAR 5 – 1976

1. Preparation of a detailed plan for the third new non-metropolitan library system. Discussion of the plan throughout the area. Promotion of the proposed system.

2. Planning of the union catalogue.

3. Inauguration of the information network.

4. Planning of institutional library services.

5. Continued build-up of the Commission's capability.

6. Continued assistance to designated system resource centres.

Chapter 11

Summary of Recommendations

I. Public Library Service

1. Every individual should have access to public library service.

2. Public libraries should be linked together to form library systems.

3. The province should be divided into eleven library service areas using the regional district as the basic unit. Regional districts should not be divided.

4. A minimum population base of 75,000 is required for a library system.

5. Every system will be made up of community libraries at the local level and an area resource centre and a headquarters to serve the whole system.

6. Standards for library systems must be adopted for the province. All systems must meet these standards to be eligible for provincial aid.

7. A plan for each proposed system must be approved by the Commission before the system can be established.

8. Systems must be financed by a combination of local support and provincial aid which is adequate to support the proposed service programme.

9. A provincial resource centre for major audio-visual materials should be established.

II. Information Network

1. Public library systems within the province should function together in a network in order to make the full resources of the province available to all residents.

2. There should be co-operation at all levels between public libraries and other types of libraries.

3. The Library Development Commission should be the bibliographic centre for the proposed public library network.

4. The Library Development Commission, together with the Provincial Library, the Provincial Archives and other provincial government libraries should act as the provincial resource centre.

5. The Vancouver Public Library should be the primary resource centre for all public library systems in the Lower Mainland.

6. Agreements should be entered into between the provincial resource centre and the academic and special libraries of the province to make their collections available through the network.

7. Payments should be made to academic and special libraries if they do not receive reciprocal benefits.

8. The provincial resource centre should agree upon areas of specialization with the Vancouver resource centre and with the academic and special libraries.

III. Library Development Commission

1. The Commission should provide the leadership required to implement a planned programme of library development.

2. Service to systems not service to individuals or individual libraries must be the keynote of the Commission's programme.

3. The Commission's Open Shelf and Travelling Library services to individual borrowers and small communities as well as direct service to individual libraries should cease as soon as systems which can take these services over have been established.

4. Responsibility for the services now provided through the Commission's branches should be transferred to the respective systems recommended for these areas when they have been formally established.

5. The Commission should provide consultant service to all public library systems in the province and to the libraries of provincial government institutions.

6. The Library Development Commission should be responsible for publicity related to its own activities, general library publicity throughout the province and for providing consultant services on public relations to all library systems.

IV. Provincial Aid

1. Adequate financial support, local and provincial, must be provided for public service.

2. Provincial money should be placed where it will best facilitate the improvement of library service in British Columbia.

3. Grant funds should favour the larger unit of service over the individual library.

4. Provincial authorities must insist on the achievement of minimum standards of service and local financial support before libraries or library systems can qualify for provincial aid.

5. Initially the provincial share of library expenditure should be not less than 20% of the total cost of a basic library programme.

6. Provincial aid should consist of operational grants, establishment grants and special grants.

7. No operational grant or provincial service should be available to a library which is in a position to join a system and does not.

8. Individual libraries in proposed system areas awaiting provincial approval or assistance for system establishment should be eligible for interim operational grants.

9. Individual libraries in an area that has not yet been designated as ready for system organization should be eligible for continuing operational grants and for special assistance in lieu of system services.

10. Operational grants should be paid on behalf of Indian bands which belong to a system.

11. The following schedule of grants is proposed for the next two to five year period:

A. Annual Operational Grants

a) Basic grant – $10,000

b) General operational grant – based on population, ability to pay and assessment

c) Area grant – calculated on first 50,000 square miles at 50 cents

B. Establishment Grants

a) Resource centre grant – $1.00 per capita

b) Headquarters grant – $2.00 per capita

c) Building grant – at least $150,000

d) Expansion grant – at least $2.00 per capita based on the population of the new area joining an existing system

C. Special Grants

a) To support special projects

b) To reimburse library systems and academic and special libraries which serve as province-wide resource centres for reference and inter-library loan services

c) To assist the three existing regional libraries to establish area resource centres and to meet approved system standards

V. Legislation

1. The Public Libraries Act should be amended immediately to provide for the establishment and operation of the systems proposed in this report.